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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance

Safety and security of humanitarian personnel and protection of United Nations personnel

Report of the Secretary-General

Summary

The General Assembly, in its resolution 63/138, requested the Secretary-General to submit to it at its sixty-fourth session a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel, and on the implementation of the resolution. The present report provides updates on the safety and security of humanitarian and United Nations personnel over the past year and on the efforts of the Department of Safety and Security to implement the recommendations of the Assembly contained in resolution 63/138 which fall under the responsibility of the Department.

The present report outlines the threats against the safety and security of United Nations and humanitarian personnel over the past year as well as an update on the measures taken to mainstream and move towards strengthened and enhanced system-wide security management.

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I. Introduction

1. In its resolution 63/138, the General Assembly requested the Secretary-General to submit to it, at its sixty-fourth session, a report on the safety and security of humanitarian personnel and protection of United Nations personnel, and on the implementation of that resolution. The reporting period is from 1 July 2008 to 30 June 2009.

II. Security challenges and threats against United Nations and humanitarian personnel

2. United Nations and humanitarian personnel continued to face deteriorating security conditions in many locations, which hindered their ability to deliver life-saving programmes. The trend described in previous reports of a lack of respect for the emblems and efforts of humanitarian organizations continued unabated. During the reporting period, United Nations and humanitarian personnel were subjected to collateral damage during situations of open conflict and increasingly were the targets of attacks by extremists, armed groups and disenfranchised elements in multiple areas of operation, a situation further exacerbated by a disinformation campaign undertaken by extremists urging violence against humanitarians. Against this stark background, the United Nations continued the programme of security reform initiated with the establishment of the Department of Safety and Security. This effort is guided by the findings of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide and subsequent recommendations, findings and additional review efforts. Guided by these findings and principles, the Department is working to enhance the capacity and capability of the Organization to operate in increasingly difficult environments, with the understanding that there can be no programme without security and no security without adequate resources.

3. The terrorist attack on the United Nations offices in Hargeisa, Somalia on 29 October 2008, which killed two United Nations staff and wounded six others; and two incidents of protracted abduction of senior United Nations officials, was clear evidence of the effectiveness of extremists' global call to arms against United Nations and humanitarian personnel. In addition, on 9 June 2009, two United Nations international staff members were indiscriminately killed during a suicide bomb attack on the Pearl Continental Hotel in Peshawar, Pakistan. With the expansion of extremist media outreach, local grievances are now acted out in the name of international extremist groups, necessitating enhanced security measures globally at considerable cost in terms of effort and resources.

4. Terrorist threats to the United Nations are not a new phenomenon. Numerous opportunistic factions have engaged in anti-United Nations propaganda since the Organization's inception. Historically, such propaganda has been intermittent and transitory; however, the propaganda campaign against the United Nations initiated by notorious terrorist groups in 1998 evolved into a 2006 declaration that the Organization is a part of a global international conspiracy. In 2007, international terrorism expanded its anti-United Nations propaganda campaign to include the humanitarian work of its agencies, funds and programmes and other non-governmental organizations (NGOs). These sentiments contributed to the

increase in hostilities against United Nations and humanitarian personnel in areas where such arguments have gained leverage as justification for violent action. The widespread increase in targeted attacks is evidence that low-level extremist groups have been indoctrinated by this orchestrated campaign and now view relief workers as legitimate targets.

5. Where extremist threats are less acute, other security and safety challenges must be addressed. Often United Nations and humanitarian personnel face the same threats as the civilian populations they seek to assist. United Nations and humanitarian personnel were subjected to collateral and direct attacks, harassment, violent public protests, banditry and criminality in areas of conflict and post-conflict environments, as well as in countries with economic, political and social unrest. Abduction and hostage-taking, whether politically, economically or criminally motivated, continued unabated during the reporting period, compelling in some cases a large-scale and protracted hostage incident management response requiring extraordinary investment of time and resources. In areas where there were no direct attacks or targeting of humanitarian workers, theft, harassment and intimidation remained a serious concern.

6. Increased challenges to the United Nations security management system worldwide compelled an extensive review of operating procedures during the reporting period driven by the need to expand and sustain operations, particularly in conflict or post-conflict areas, while maintaining the highest possible levels of staff and operational safety. A reinforced common framework for security risk management and a new, threat-focused concept for a security level system will aim to maintain an effective United Nations presence even in situations of extreme insecurity. However, resources and new strategic tools are urgently required to further keep pace with evolving security situations.

7. During the reporting period, the number of deaths of United Nations civilian personnel[1] as a result of acts of violence increased to a total number of 27. During the previous reporting period the total number of 23 deaths included the loss of 17 staff from the attack in Algiers. Out of the 27 deaths, 11 occurred in Africa (including 8 in Somalia and 1 each in the Democratic Republic of the Congo, Kenya and the Sudan); 7 in the Middle East (in Israel, West Bank and Gaza); 5 in the Americas (4 in Haiti and one in Colombia); and 4 in Asia and the Pacific (3 in Pakistan and 1 in Afghanistan).[2] The annex to the present report contains a list of United Nations personnel who lost their lives as a result of acts of violence. During the reporting period, seven United Nations staff, two international and five national staff died as a result of an aviation accident in the Democratic Republic of the Congo.

8. United Nations nationally recruited staff remain highly vulnerable and account for the majority of casualties and victims. Out of the total number of 27 deaths, 25 were United Nations nationally recruited staff. Most of these staff held positions as drivers, security guards or relief distribution monitors, positions which required them to be on the front line in areas of conflict. In some instances, national staff lost their lives while performing critical roles in maintaining operations in areas deemed

[1] The United Nations has a security responsibility towards over 100,000 staff members and an estimated 300,000 eligible dependants.

[2] The information is based on reports of United Nations designated officials for security in 159 countries.

too dangerous for international staff, where they served as operations managers or local security assistants. Attacks on such staff threatened to disrupt and limit the impact of life-saving relief operations.

9. As a consequence of their employment with the United Nations and their specific functions, national staff were threatened and intimidated in Afghanistan, Pakistan, Somalia and the Sudan. Furthermore, these national staff are extremely vulnerable during non-working hours as a result of social or familial ties which entail greater exposure. Although extended hazard pay has been provided where applicable, further measures are needed for staff who are likely to be at higher risk owing to their function in the United Nations operating in highly dangerous areas (e.g., handling cash or dealing with sensitive issues). Additional security-awareness training for national staff is ongoing at all locations.

10. During the reporting period, there were 273 attacks,[3] 505 harassment and intimidation cases, 654 robberies, 258 physical assaults and 131 hijackings. There were 208 arrests reported against United Nations personnel and dependants by State actors and 50 cases of detention by non-State actors. There were 89 forced entries and occupations of United Nations offices and 628 residential break-ins.

11. According to information provided by designated officials[4] during the reporting period, the majority of security incidents[5] against United Nations and NGO personnel occurred in the African region (2,030 United Nations and 755 NGO incidents) followed by the Middle East region (1,172, including United Nations and NGO incidents) and the Asia Pacific region (638 United Nations and 335 NGO incidents).

12. The Department of Safety and Security continued to receive many accounts from designated officials of security incidents against NGOs, international organizations and inter-governmental bodies, though reporting was sporadic and incomplete as NGOs are not required to submit these accounts to the United Nations. During the reporting period, 36 deaths of international and national staff of NGOs resulting from acts of violence were noted, including 12 in Somalia, 7 in Afghanistan, 3 in both Mali and the Sudan, 2 each in the Democratic Republic of the Congo, Pakistan and Papua New Guinea and 1 each in Benin, Ethiopia, Haiti, Mauritania and Senegal. Other incidents against NGO personnel included 109 attacks, 37 cases of detention by State authorities and 70 incidents of unlawful detention by non-State actors, 70 incidents of assault, 187 incidents of harassment, and 59 incidents of forced entry or occupation of premises, 257 armed robberies, 134 incidents of vehicle hijacking, 135 residential break-ins and 164 cases of major theft.[6]

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[3] These include "attacks" on premises, installations and convoys resulting or not resulting in death and/or injuries.

[4] The most senior United Nations official responsible for the security of all United Nations staff, dependants and property in his or her area of assignment.

[5] These include attacks, murders, arrests and detention by State and non-State actors, physical assaults, harassment and intimidation, forced entries or office occupations, missing persons, robberies, hijackings and residential break-ins against United Nations personnel.

[6] The above number of incidents against NGO personnel who work as implementing partners and contribute to United Nations operations is indicative. However, the trend of violence towards relief workers shows the increased threat levels in complex emergencies.

13. Violent acts against United Nations and humanitarian personnel in conflict and post-conflict areas continued, as evidenced in Afghanistan, Colombia, Somalia and the Sudan.

14. Afghanistan presents one of the most dangerous security environments in which the United Nations operates. The Safety and Security Section supports the activities of over 24 United Nations entities, with over 1,000 international and 5,000 national staff who provide a wide range of humanitarian and development activities under the United Nations Assistance Mission in Afghanistan (UNAMA) mandate. The activities supported by the security structure include governance, electoral support, food distribution and human rights, and assistance in the health, education, shelter, water, sanitation, infrastructure rehabilitation and many other sectors. While most staff members are located in Kabul, a United Nations presence, with commensurate security support, has been established in over 20 locations outside the capital, 7 of which were established with the assistance of the Safety and Security Section of UNAMA over the past two years. Constant security risk assessments and appropriate mitigation measures are applied to over 1,000 missions per month throughout the country, including destinations in very high-risk areas. Timely, programme-oriented security risk assessments are conducted in concert with programme planning to optimize safe and effective delivery. However, despite this activity, 2008 was the worst year ever regarding incidents (91) against the United Nations in Afghanistan, and there is a clear trend of escalating violence thus far in 2009.

15. Colombia is another complex and high-risk security environment in which the United Nations currently operates. A 50-year-long active insurgency involving several illegal armed groups, drug cultivation and associated illicit activities, relatively high rates of criminality and natural disasters of all types require effective and well-crafted security programmes. United Nations security staff support the activities of 25 United Nations system organizations comprising 180 international and 1,500 national staff working in 54 United Nations field offices in 22 distinct locations. Including recognized dependants, the total exceeds 3,000 people. The Department of Safety and Security has an international presence in the capital and in five regional offices, and a national presence in two satellite offices, with four more planned this year. The United Nations system conducts an average of 300 field missions daily in such diverse programmes as comprehensive support to more than 3 million internally displaced persons, illicit crop-eradication monitoring and crop-substitution activities, human rights, programmes against the recruitment of child soldiers, and delivery of HIV/AIDS programmes. There is heavy emphasis on landmine activities in Colombia, which has the highest rate of new victims worldwide and poses a risk to United Nations staff and operations as well as to the local populace. Appropriate measures for risk mitigation, which include an extensive information-gathering and analytical capability, and close cooperation with all relevant actors permit the United Nations system to carry out activities with about one third of its missions conducted in environments considered to be high risk. The security team in Colombia developed a robust and effective training programme which prepares staff to work in such environments and enables mandate implementation; the same support is offered to NGOs, international organizations and implementing partners.

16. The operational and security environment in Somalia is unique, in that no other operation of the United Nations is conducted under such extreme security

conditions. The local capacity to respond to emergencies and security incidents is virtually non-existent, and it is normally impossible to ensure required protection measures, medical support and other basic infrastructure for United Nations operations. The assistance of international peacekeeping forces is limited to the capacity of the African Union Mission in Somalia (AMISOM) in Mogadishu. While the humanitarian crisis is considered the worst in the country since 1993, threats against the United Nations escalated in 2008, which required a rapid adjustment of security arrangements. Eight United Nations national staff were killed in violent acts between June 2008 and January 2009, more than 10 were seriously injured, 3 staff members were abducted for lengthy periods and 1 has remained missing since June 2008. The United Nations Development Programme (UNDP) office in Hargeisa was the target of a suicide bomb attack in October 2008, and six other offices were attacked or looted during the reporting period. Despite increasingly direct and lethal threats, United Nations security personnel[7] were able to mitigate risks to some extent by adapting security arrangements and cooperating on security with the Government, AMISOM, local clan administrations and even insurgents. Several hostage incidents were resolved with the help of local interlocutors from all sides of the political spectrum. This permitted the continuation of most critical humanitarian programmes which assist some 3.2 million people, about 43 per cent of the population. United Nations missions to Mogadishu, which were suspended in 2008, resumed in March 2009, and regular missions are fielded with the objective of eventually establishing a United Nations office in Mogadishu to allow for more effective political engagement as well as enhanced humanitarian capabilities.

17. In the Sudan,[8] a common security management system of the United Nations supported more than 9,000 United Nations personnel in a wide array of programmatic activities carried out by agencies, funds and programmes, NGOs, and other implementing partners throughout the country.

18. In the United Nations Mission in the Sudan (UNMIS), notable security support activities include milestones of the Comprehensive Peace Agreement process, such as the disarmament, demobilization and reintegration campaign, and the future conduct of country-wide elections. Both efforts involved a mixture of United Nations organizations, and required the establishment of additional United Nations offices throughout the country, including areas where the United Nations presence to date has been limited, or non-existent. Recently, in collaboration with national authorities, the Department of Safety and Security supported the conduct of multiple assessments of all of these areas. The result of this work, as reviewed by the country security management team, will be to enable the delivery of critical programmes, while maintaining the security of United Nations civilian personnel.

19. In Southern Sudan, bordering the Democratic Republic of the Congo and the Central African Republic, deadly attacks continued in Central and Western Equatoria. Since late 2008, over 65,000 people have been displaced and more than 25,000 people have entered Southern Sudan from the Democratic Republic of the Congo as refugees. The United Nations has responded with an operation involving six United Nations system agencies and many NGOs. More than 2,000 people have died in inter-tribal violence since the beginning of 2009 in Jonglei, Warrap, Lakes

[7] Includes Department of Safety and Security and the agencies, funds and programmes security personnel.

[8] Including Darfur.

and in the three Equatoria states. UNMIS security information support was provided for all United Nations and NGO humanitarian interventions assisting more than 135,000 displaced people across Southern Sudan through large humanitarian operations in highly volatile areas which were difficult to access. All together, the United Nations and its partners, with the security support of the Department of Safety and Security field personnel, are implementing 27 life-saving interventions delivering multisectoral humanitarian assistance programmes worth more than $200 million and which target more than 250,000 beneficiaries in eight Southern Sudanese states.

20. In the African Union-United Nations Hybrid Operation in Darfur (UNAMID), despite challenges, the Security Section enabled and supported various types of operations in Darfur, such as conducting 127 critical assessment missions, establishing three new sub-offices and supporting massive emergency life-saving programmes providing more than 2.3 million civilians with critical services ranging from food, water, sanitation, vaccinations and shelter. The challenges faced by the Security Section on a daily basis are (a) a limited number of security staff; (b) a security situation characterized by fragmented conflict between the Sudanese Government and rebel factions; (c) an ever-increasing number of splinter groups of rebel movements; and (d) a complex political and security environment consequent upon the International Criminal Court indictment of the sitting (Sudanese) President, and cases of abductions and kidnappings of NGO humanitarian staff, as well as carjackings and robberies.

III. Respect for the human rights, privileges and immunities of United Nations and other personnel

21. The United Nations security management system is based on the fundamental principle that the primary responsibility for the security and protection of staff members, their dependants and property and the Organization's property rests with the host Government. In that connection, the General Assembly, in paragraph 14 of its resolution 63/138, requested the Secretary-General to take the necessary measures to ensure full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation, and also requested the Secretary-General to seek the inclusion, in negotiations of headquarters and other mission agreements concerning United Nations and associated personnel, of the applicable conditions contained in the Convention on the Privileges and Immunities of the United Nations (hereinafter the "General Convention"), the Convention on the Privileges and Immunities of the Specialized Agencies and the Convention on the Safety of United Nations and Associated Personnel (hereinafter the "United Nations Safety of Personnel Convention").

22. In this regard, it has been the long-established practice of the United Nations to include provisions of the General Convention as well as other clauses on the obligation of the host Government to provide safety and security to the United Nations and its personnel in host country agreements concluded by the United Nations. Furthermore, status-of-forces agreements recently concluded, as well as those under negotiation, by the United Nations include references to the General Convention and the United Nations Safety of Personnel Convention.

23. In addition, United Nations senior officials continued to discuss with Member States issues relating, inter alia, to the human rights, privileges and immunities and the safety and security of United Nations personnel, and to seek their support in improving the operational environment.

24. Certain Governments continue to impede the import, deployment and use of communications and other equipment essential to the safety and security of United Nations operations and its personnel in contravention of the international legal instruments referred to above. These restrictions can have a serious, adverse effect on the United Nations and its ability to deliver on its mandate. In specific instances where the efforts of the United Nations country team proved unsuccessful, United Nations senior officials contacted Permanent Representatives directly to assist in the situation.

25. The Secretary-General hopes that Governments will, in accordance with paragraph 15 of the General Assembly resolution 63/138, cooperate with the United Nations in the timely conclusion of host country agreements, including status-of-forces agreements, containing adequate provisions on safety and security of the United Nations and its personnel, including key provisions of the General Convention and the United Nations Safety of Personnel Convention.

IV. Arrest and detention

26. In the reporting period, a number of United Nations personnel were arrested or detained, and for whom the United Nations was unable to exercise its right of protection. This totalled 25 cases and 1 staff member reported missing in Eritrea and 1 staff member in Somalia.

V. Collaboration and cooperation on security measures

Security collaboration between the United Nations and host Governments

27. In its resolution 63/138, the General Assembly welcomed the ongoing efforts of the Secretary-General to further enhance the security management system and invited the United Nations and, as appropriate, other humanitarian organizations working closely with host Governments to further strengthen the analysis of threats to their safety and security. By doing so, it was hoped that this would help the management of security risk by facilitating informed decisions on the maintenance of an effective presence in the field and enhance security collaboration with host Governments for the purpose of contributing to staff safety and security, including efforts to support United Nations designated officials with regard to collaboration with host Government authorities. The United Nations has been active in improving practical arrangements to address security concerns and actions to be taken by the host Governments.

28. Accordingly, the Inter-Agency Security Management Network[9] advocated that each duty station should have a designated official ad interim from a list of two

[9] United Nations security management mechanism, comprised of agencies, funds and programmes

pre-designated agency, fund or programme representatives of the country team or the security management team to assume immediate responsibility for the duties of the designated official in the event that the incumbent is absent or is unexpectedly unable to perform those duties, thereby assuring continuity in security decision-making.

29. Additionally, the Department of Safety and Security headquarters units, as well as the Department's field security personnel, have redoubled efforts to improve liaison with host country security elements to gain more timely and effective information to enable United Nations programmes to continue in difficult security environments.

VI. Measures taken to ensure a more effective United Nations security management system

30. Pursuant to the report of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide, the Secretary-General requested the High-Level Committee on Management to undertake a detailed review of the recommendations contained in the report and to prepare actionable recommendations and options for a more effective United Nations system-wide security management system. In response to that request, a Steering Committee was established, chaired by the Under-Secretary-General for Field Support, with the participation of the Department of Safety and Security and representatives at the highest level of the United Nations System Chief Executives Board for Coordination member organizations.

31. In line with the new approach and vision, the Department seeks to promote three key principles: "how to stay", "no programme without security" and "no security without resources", which reflects a shift in security culture throughout the United Nations system by (a) mainstreaming security management; and (b) continuing various initiatives such as providing security training and a safety-awareness campaign; enhancing critical incident stress management; improving security information management; adopting a new framework for threat and risk analysis; developing crisis management capacity; and extending security arrangements for field missions.

A. Mainstreaming of the security management system

32. The safety and security of United Nations staff is and must be an integral part of all activities; it is imperative to enhance the safety of United Nations personnel who work under increasingly difficult and dangerous conditions facing armed conflicts, terrorism, hostage-taking, kidnapping, banditry, harassment and intimidation.

33. Since the establishment of the Department of Safety and Security, considerable progress has been achieved in the establishment of a unified and strengthened security management system based on the fundamental principle of the host

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and departments, which discusses and considers security policies and issues of the United Nations security management system.

country's responsibility for the safety and security of the staff and the mandate of standardized application of agreed security policies at the country level, with adequate operational support and oversight to the security management system in order to enable the safest and most efficient conduct of the programmes and activities of the United Nations.

34. The Chief Executives Board adopted a statement urging Member States to fully uphold their responsibilities as host Governments by recognizing the evolving security environment in which United Nations system staff must operate and ensuring that adequate mitigation measures are taken to protect staff from identified threats (see CEB/2009/1, annex).

35. The Chief Executives Board also called on Member States to support core resource needs for the United Nations security management system at a level sufficient to match the new reality, as well as to ensure that United Nations system organizations are provided with appropriate and sustainable funding for security to enable them to execute their mandates safely and effectively.

36. The growth of hostile intent towards the United Nations, sophisticated attacks against its personnel, premises and assets and the fact that the United Nations must operate in complex conflict zones underscore the great challenge to continue delivering essential and critical mandates and programmes. This is unfortunately often necessary where the host country is least able to provide the requisite security for United Nations humanitarian operations, or even for its own citizens. Given this new paradigm in the security management system, it is critical to implement well-designed, effective and timely security programmes throughout a decentralized United Nations system.

37. Key recommendations as part of a comprehensive plan leading towards a strengthened and enhanced system-wide security management system are:

(a) A fundamental shift in culture and mindset in the United Nations from "when to leave" to "how to stay", working closely with host Governments and local communities to understand risk and manage it, through a new approach to security risk management;

(b) A greater focus on the safety and security of national staff;

(c) The establishment of the Executive Group on Security, chaired by the Under-Secretary-General of the Department of Safety and Security, to facilitate rapid decision-making capacity in the event of an impasse or situations that could lead to death or serious injury;

(d) The introduction of a new, threat-focused concept for a security level system;

(e) The development of a United Nations policy and guidelines for estate safety and security;

(f) The reaffirmation of the responsibility of Member States with respect to the safety and security of United Nations staff, both as host Governments and as providers of the necessary, increased financial resources, at a level sufficient to match the new needs.

38. The efforts of the Department of Safety and Security to mainstream security management at all levels and implement a plan for a strengthened and enhanced

United Nations system-wide security management system received critical support from the Chief Executives Board and the High-Level Committee on Management throughout the reporting period. Equally important, the heads of agencies, funds and programmes also recognize the need for effective security and support the Secretary-General and the Department in enhancing United Nations security capabilities.

39. In promoting an organizational culture of accountability for staff security, the Department continued to work closely with United Nations system organizations and Secretariat departments to increase awareness of management responsibility for all actors in the United Nations security management system. A revision to the current Framework for Accountability will reflect the responsibilities and accountabilities for circumstances where United Nations personnel work in insecure areas that require mitigation measures beyond those which the host Government can reasonably be expected to provide. In addition, the Chief Executives Board recommended that all departments and agencies, funds and programmes participating in the United Nations security management system develop an internal framework for accountability, documenting individual roles, responsibilities and accountability related to safety and security (see CEB/2009/ALCM/18). As the United Nations inevitably continues to operate under insecure conditions, there was also a call to focus on enhancing the United Nations capacity on risk management, to find a better balance between identified risks and programme benefits.

40. Regarding nationally recruited staff safety in the United Nations system, through the High-Level Committee on Management Steering Committee work was undertaken at the inter-agency level to develop proposals for improving security measures for national staff. The current measures in place for such staff in crisis situations were reviewed, and information and lessons learned from the past 15 years were examined to illustrate the most persistent problems, define the broadest range of responses and highlight the most critical policy issues that needed to be addressed, not only in the context of security crises, but also with respect to the growing severity of natural disasters and their effects on operations and staff.

B. Initiatives of the Department of Safety and Security

41. The Department continued to give priority to initiatives that sought to provide maximum support to the field. It initiated a "Designated Official Global Review" headquarters meeting to monitor the deployment, training and support mechanisms for designated officials. The decision to train all designated officials ad interim added a significant new training requirement which the Department addressed through the establishment of an e-learning package covering core issues, prior to face-to-face follow-up training. The Critical Incident Stress Management Unit supported 1,796 staff affected by critical incidents, provided technical advice to the Crisis Operations Group involved in hostage-taking incidents, including those in the Niger, Somalia and Pakistan, and provided professional support to the staff members' families concerned. In total, the Department's counsellors supported 10,276 individuals in 20 countries, including counselling 3,601 individuals.

42. Throughout the year, the Department provided secure access to security-related information, and the number of registered users of the Department's website has grown from 68,000 to 102,000, indicating a growing awareness of security on

the part of staff members. Some 28,000 security clearance requests were processed monthly for operations worldwide through the integrated security clearance and tracking system. However, adequate tracking remains a challenge, and is dependent on staff members accurately using the tool provided. The Department's Crisis Coordination Centre was activated to deal with multiple crisis situations, including the successful resolution of abductions in the Niger and Pakistan.

43. In response to a request by the Special Committee on Peacekeeping Operations in 2007, a policy was developed that allows heads of mission to place individually deployed military and police officers, who are not covered by force protection arrangements, under the provisions of the United Nations security management system. As part of the effort to encourage greater coherence in all aspects of United Nations security management, heads of military and police components of peacekeeping operations now serve as members of the security management team in support of the designated official.

44. During the reporting period, the Department of Safety and Security adopted a revised strategic vision that describes a modern, professional security department which provides a clearly delineated range of policies, including guidance and operational support for designated officials and security management teams as the principal security managers in the field. This implies not only the provision of adequate security backup from Headquarters across the full range of issues confronting officials in the field, but also implies effective oversight of implementation to ensure accountability. This requires the Department to balance strategic oversight with the provision of deployable additional resources when a local situation demands further support.

45. In situations where the Department's resources are insufficient, it is incumbent on the Department to identify a means of prioritizing remaining resources so that it is still capable of responding in the event of additional, unforeseen operational requirements. This, in turn, means that the Department must be able to take advantage of support from the whole United Nations security management system, including, when necessary, executive heads of agencies, funds and programmes, to ensure the optimum use of their security resources in pursuit of common objectives, notably in vulnerable locations where United Nations operations are subject to elevated threats.

VII. Conformity with operating standards

46. The United Nations endeavours to ensure that United Nations staff members are properly informed about the risks associated with their deployment, as well as compliance with minimum operating security standards.

47. The Department of Safety and Security Policy, Planning and Coordination Unit continued to review all existing policies, procedures and guidance, and made a number of recommendations for a common and strengthened United Nations security management system. Through cooperation and consultation with the Inter-Agency Security Management Network, streamlined minimum operating security standards were established, which now apply a single system throughout the United Nations security management system, making no distinction between headquarters, field or missions. Minimum operating security standards are the

primary mechanism for managing and mitigating the security risk based on security risk assessments.

48. The Department of Safety and Security Compliance, Evaluation and Monitoring Unit conducted 14 compliance visits (10 in the previous period) to increase conformity with all United Nations security policies, including minimum operating security standards. While compliance levels varied among those evaluated, on a scale of 1 to 5, the average compliance rate was 3.37, compared to 3.59 in the previous year, and the average minimum operating security standards compliance was 80 per cent, compared to 83 per cent in the previous year. The Department does not view the slight decrease in compliance and minimum operating security standards averages as a significant deficiency during this reporting period, as the Unit visited some of the more challenging duty stations. The Unit proposed 350 recommendations for improving compliance with security policies in various offices.

49. To assist United Nations country teams in carrying out standardized and systematic evaluations, the Department continued to refine its procedures for assessing compliance, and continued to develop the compliance information management system to ensure a standardized approach, transparency and easy access to compliance information for the United Nations common system.

VIII. Security collaboration between the United Nations and non-governmental organizations

50. During the reporting period, the Department of Safety and Security continued to promote the "Saving Lives Together" framework for the United Nations and NGO/international organization/intergovernmental organization, security collaboration, with the primary focus on the development of a network of security-conscious NGO/international organization/intergovernmental organizations committed to information exchange and the sharing of best practices in security management. In 2006, the Department established an extrabudgetary-funded NGO Liaison Unit to further relations with the humanitarian community. Although donor contributions were not sufficient to support numerous field missions or an international Saving Lives Together conference as fully envisaged in the concept of operations, there were considerable achievements, particularly in terms of enhanced engagement on Saving Lives Together from the humanitarian community. As guided by the General Assembly, the Department's efforts to collaborate with NGOs were funded by extrabudgetary voluntary contributions.

51. The significance of the Department's network with NGOs cannot be overemphasized, as it serves as a constant coordination mechanism. Every day, the NGO Liaison Unit collects and disseminates essential security information to and from some 50 dedicated global security focal points. This outreach is unrivalled in the United Nations system, as no other United Nations entity provides such an inclusive, virtually around-the-clock network to implementing partners. As such, the Department fostered an effective and much-needed dialogue between the United Nations and other crisis responders on security matters, and will continue to reinforce these mechanisms.

52. Although the plan for extensive field work was deferred owing to a lack of funds, a mission to Afghanistan was undertaken in November 2008 with the Office for the Coordination of Humanitarian Affairs. This established a blueprint for

enhanced security collaboration between the humanitarian community and UNAMA. The NGO Liaison Unit also contributed to the development of numerous United Nations/NGO security collaboration projects for inclusion in consolidated and/or flash appeals in such locations as Ethiopia, Pakistan, and Sri Lanka. Simultaneously, the Unit provided concrete advice on Saving Lives Together implementation to some 50 designated officials during the year. The Unit played a significant role in support to NGOs experiencing hostage-taking and kidnapping incidents.

53. A great deal of time and energy went into the maintenance of an important Saving Lives Together initiative based in Darfur, where the Department of Safety and Security field security officers were deployed specifically to meet the needs of NGOs. The project faced significant recruitment difficulties; with additional donor support, however, a group of officers was identified and is under recruitment. It is anticipated that the project will be fully operational by fall 2009. At this juncture, it appears as if the project has garnered donor support at levels sufficient to cover the entire project budget for 2009 and the first quarter of 2010. As a result of the recent achievements in terms of promoting the culture of Saving Lives Together, there is a great likelihood that objectives will be realized in the coming year.

54. Among the security reform initiatives, the Inter-Agency Standing Committee established a Steering Group on Security supported by the Department, with a particular focus on Saving Lives Together, inter alia, to explore further collaboration on security in support of humanitarian activities from the risk management perspective. It is expected to provide closer dialogue between all humanitarian actors on risk management to maximize access to populations in need and minimize risk to staff, assets and beneficiaries.

IX. Observations and recommendations

55. **I am deeply concerned by the increased number of security incidents against United Nations personnel and humanitarian personnel, and I am deeply disturbed by the trend of politically or criminally motivated targeting of humanitarian workers, which is most evident in Somalia, the Sudan and Haiti.**

56. **United Nations personnel are regularly confronted with threats from armed conflict, terrorism, kidnapping, harassment, banditry and intimidation, and they are asked to work under extremely difficult circumstances. I continue to be gravely concerned about the apparent rise in deliberate targeting of humanitarian and United Nations personnel, and their increased vulnerability worldwide. Owing to their particular circumstances, locally recruited personnel remain highly vulnerable and they must be supported accordingly.**

57. **I am profoundly distressed by the number of lost lives during the reporting period, 63 United Nations and humanitarian personnel deaths as a result of acts of violence.**

58. **As part of an ongoing review for a strengthened and enhanced security management system, I will further encourage the United Nations system to take steps at the highest level to address the recommendations of the Chief Executives Board as priorities, in particular, to work closely with host Governments and local communities, and with reaffirmation of the**

responsibility of Member States with respect to the safety and security of United Nations staff, as host Governments and as providers of the necessary, increased financial resources to match the needs.

59. **While not abrogating the responsibility of host Governments, it is recognized that the United Nations must, at times, operate in areas where the host Governments' capacities are limited. In the light of the high expectations of the international community on the United Nations, I call upon Member States to recognize and support the need to further enhance United Nations security structures and implement sound, well-designed security policies and programmes to allow the United Nations to deliver its mandate in such situations.**

60. **I call for concerted actions throughout the system to understand the threats facing staff and operations by addressing the multifaceted vulnerabilities and put emphasis on appropriate and timely mitigation measures.**

61. **I am encouraged by the vigour with which the humanitarian community has embraced the Saving Lives Together framework for United Nations and NGO/international organization/intergovernmental organization security collaboration, and I call upon Member States as both hosts and donors to provide full support to this important security initiative. Moreover, I encourage the further development of such collaboration to ensure that the United Nations partners obtain full benefit from advances in United Nations security procedures, programmes and risk analysis efforts.**

62. **The Department of Safety and Security will intensify efforts (a) to implement and maintain a modern and flexible information management capacity in support of its analytical and operational requirements; and (b) to introduce and utilize flexible methods to enable operations based on security risk assessments.**

63. **I call upon Member States to support the Department's new strategic vision in recognition that the unified security structure must implement sound, well-designed and valuable security programmes and policies throughout a decentralized security management system. A common and fully coordinated Framework for Accountability will provide realistic guidance on each security role and responsibility, which will be utilized in all United Nations operations and programmes.**

64. **The Department will provide a clearly delineated range of policies and operational support for designated officials and security management teams, and, when resources are depleted or there are unforeseen operational requirements, the Department shall be able to deploy surge capacities.**

65. **On behalf of all United Nations staff members, I wish to express my deep appreciation to the Member States for their continued support to the Department of Safety and Security, and I am optimistic that a pragmatic approach to safety and security issues will further strengthen the security management system.**

66. **On behalf of the United Nations, I wish to express my deep condolences to the families of all United Nations and humanitarian personnel who lost their**

lives in the line of duty, and I highly commend those who continue to work under challenging and perilous conditions.

67. **I wish to recommend that the General Assembly remain seized of this issue and continue its support to the United Nations security management system.**

Annex

United Nations civilian personnel who lost their lives as a result of acts of violence during the reporting period (1 July 2008-30 June 2009)

No.	*Name*	*Nationality/organization*	*Place and date of incident*	*Type of incident*
1	Osman Ali Ahmed	Somali/UNDP	Moghadishu, 6 July 2008	Gunshot wounds
2	Abdulkadir Diad Madker	Somali/WFP	Wajid, Somalia, 15 August 2008	Gunshot wounds during vehicle hijacking
3	Azizullah Almos	Afghan/UNAMA	Kandahar Province, Afghanistan, 14 September 2008	Suicidal vehicle-borne improvised explosive device (VBIED) attack
4	Pesto Philip Ngere	Sudanese/UNDP	Wau, Sudan, 16 September 2008	Ambushed
5	Daniel Bastien	Haitian/WFP	Cap Haitien, Haiti, 29 September 2008	Murder
6	Abdinasir Adan Muse	Somali/WFP	Merka, Somalia, 17 October 2008	Gunshot wounds
7	Muktar Hassan Mohammed	Somali/UNICEF	Bakool region, Somalia, 19 October 2008	Gunshot
8	Mohammed Geele	Somali/Department of Safety and Security	Hargeisa, Somalia, 29 October 2008	Suicidal VBIED attack
9	Said Hashi	Somali/UNOPS	Hargeisa, Somalia, 29 October 2008	Suicidal VBIED attack
10	Jean Loubert Dion	Haitian/FAO	Les Cayes, Haiti, 6 November 2008	Gunshot wounds
11	Didace Namujimbo	Congolese/MONUC	Bukavu, Democratic Republic of the Congo, 21 November 2008	Gunshot wounds
12	Yaser Ahmad El Shaer	Palestinian/UNRWA	Gaza, 27 December 2008	Military hostile
13	Yahya Mohd Sulaiman Abu Nimer	Palestinian/UNRWA	Gaza, 29 December 2008	Military hostile
14	Arafa Hani A Dayem	Palestinian/UNRWA	Beit Lahia, Gaza, 4 January 2009	Missile strike
15	Samir Rashid Mohammad	Palestinian/UNRWA	Gaza, 5 January 2009	Gunshots wounds
16	Ibrahim Hussein Duale	Somali/WFP	Gedo region, Somalia, 6 January 2009	Assassination
17	Omar Moallim Mohamed	Somali/WFP	Dayniile District, Somalia, 8 January 2009	Gunshot wounds

No	*Name*	*Nationality/organization*	*Place and date of incident*	*Type of incident*
18	Maather Mohammad Abu Zneid	Palestinian/UNRWA	Gaza, 8 January 2009	Military hostile
19	Iyad Mohd Syiam	Palestinian/UNRWA	Gaza, 15 January 2009	Military hostile
20	Mohammad Ismail Siyam	Palestinian/UNRWA	Gaza, 15 January 2009	Military hostile
21	Jean Marie Pierre	Haitian/MINUSTAH	Petion Ville, Haiti, 25 January 2009	Stab
22	Sied Mohammed Hashim Raza	Pakistani/UNHCR	Quetta, Pakistan, 2 February 2009	Gunshot wounds during hostage taking
23	Theodore Lovansky	Haitian/MINUSTAH	Port au Prince, 7 March 2009	Murder
24	Peter Muchai Mungai	Kenyan/UNON	Gachie, Kenya, 17 April 2009	Gunshot wounds
25	Perseveranda So	Filipino/UNICEF	Peshawar, Pakistan, 9 June 2009	Suicidal VBIED attack
26	Aleksandar Vorkapic	Serbian/UNHCR	Peshawar, Pakistan, 9 June 2009	Suicidal VBIED attack
27	Carlos Alberto Cardenas	Colombian/UNODC	Colombia, 24 June 2009	Gunshot wounds

Note: FAO — Food and Agriculture Organization of the United Nations
MINUSTAH — United Nations Stabilization Mission in Haiti
MONUC — United Nations Mission in the Democratic Republic of the Congo
UNAMA — United Nations Assistance Mission in Afghanistan
UNDP — United Nations Development Programme
UNDSS — United Nations Department of Safety and Security
UNHCR — Office of the United Nations High Commissioner for Refugees
UNICEF — United Nations Children's Fund
UNODC — United Nations Office on Drugs and Crime
UNON — United Nations Office at Nairobi
UNOPS — United Nations Office for Project Services
UNRWA — United Nations Relief and Works Agency for Palestine Refugees in the Near East
WFP — World Food Programme